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For D (Lew), M, SRAP (Jones), SCA/FO, SCA/A, NEA/SCA/EX
STATE PASS to AID for ASIA/SCAA
AGRICULTURE for FAS Michener
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CENTCOM for CG CSTC-A

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SUBJECT: Beyond 421 - Civilian Staffing Requirements for
Afghanistan

Ref: A) Kabul 1093, B) 08 Kabul 2985, C) 08 Kabul 2970, D) 08 Kabul
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Summary

¶1. Embassy Kabul has undertaken a review of our mission to determine the personnel and resourcing requirements to achieve success, a review that complements GEN McChrystal's ongoing 60-day review of ISAF's mission. In Ref A, Embassy Kabul detailed a USG civilian uplift needed to implement the President's Strategy for Afghanistan and Pakistan that identified the structure, timing and costs of 421 new positions across all agencies under Chief of Mission (COM) authority. Over the past 60 days, Embassy Kabul has re-assessed its staffing requirements; this cable details the updated personnel requirements, the intended effects of increased civilian staff, and the timeline for achieving the effects. These additional requirements include positions in Kabul and in the field.

¶2. The President's Strategic Review for Afghanistan and Pakistan identified this region as our nation's highest national strategic and security priority. We must resource the Mission in Afghanistan accordingly. In comparison with Iraq, Afghanistan is larger and far more challenging geographically, has a bigger population, is more complex in tribal dynamics, and has been exhausted by over three decades of war that decimated Afghan capacity in the public and private sectors. For comparison's sake, it is important to note that even with these additional staffing requirements, Embassy Kabul will remain smaller than Embassy Baghdad. For example, in Iraq there are 336 State Department Foreign Service positions (not including USAID). In Afghanistan, the current total of State Department Foreign Service positions (not including USAID) is 159, while the total, including the positions detailed in this cable, would rise to 315.

¶3. For positions outside Kabul, the Embassy has worked with ISAF and USFOR-A to develop a civilian increase plan that establishes a structured civilian presence throughout the country to achieve civ-mil unity of effort at the sub-national level. We have created a new model of the Senior Civilian Representative in Regional Commands (RC) East and South. These Senior Foreign Service positions will permit the coordination and direction of work of all USG civilians under Chief of Mission authority within the region, ensure coherence of political direction and developmental efforts, and serve as the civilian counterpart to the military commander in the Regional Command. In addition, at each level with civilian representation, we will identify a lead civilian to serve as the military commander's counterpart. The responsibilities and authorities of the Senior Civilian Representative will be described in more detail in a separate cable.

¶4. Employees under Chief of Mission authority receive up to 62 days of leave during a one-year tour; thus, when determining the staffing requirements, we must staff at a 1.3 multiple to ensure required coverage in sections -- a calculation entirely lacking from earlier assessments of personnel requirements.

Kabul Multi-Agency Effort

¶5. As noted in Ref A, new positions in Afghanistan under consideration in the FY-09 supplemental request from all agencies total 421. This number reflected self-imposed limitations due to budget considerations and limited office and living space. Subsequently, a rigorous examination of the requirements to fully implement the new strategy results in an all-agency total of an additional 371 USDH/USPSC/3161/TCN/EFM positions and 361 LES/FSN for a total of 732 new positions. This all-agency staffing will need to be funded through multiple sources, including the respective agencies' budgets.

¶6. We have prioritized staffing requirements, identifying both when and where the positions are needed. We have broken our requirements into three tranches: the positions we need immediately (summer 2009), summer 2010 positions and summer 2011 positions. Broken down by tranches, we require:

- Summer/Autumn 2009: 148 new direct hire positions, 98 new LES;
- Summer 2010: 183 new direct hire positions, 255 new LES;
- Summer 2011: 40 new direct hire positions, 8 new LES.

410 of the 732 positions will be based in Kabul, and 322 of the positions will be based in the field.

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¶7. We have factored logistic considerations into our review of personnel requirements and will need Diplomatic Security waivers and OBO funding for new leases in order to house the staff required. The proposed civilian personnel increase outlined in this cable does not take into account those required for the proposed Corrections Facilities Task Force which has yet to be approved. Lastly, this proposal does not include the 55 positions detailed in the GIROA Civilian Technical Assistance Plan spearheaded by the Minister of Finance; we are considering the appropriate mechanism to hire up to 20 (of the 55 requested by GIROA) positions in support of the Civilian Technical Assistance Plan.

Management and Executive - Total new positions: 137

¶8. Current Management Section staffing is insufficient to support the civilian uplift needed to implement the President's Strategy. We need more management expertise immediately. To underscore the staffing gap, Embassy Baghdad has 24 Foreign Service IRM personnel and 44 IRM personnel overall; in comparison, Kabul's numbers are 7 Foreign Service and 22 IRM personnel in total.

¶9. To support the civilian uplift, we need 3 positions immediately:

- One deputy facility manager (FS-03);
- One management officer (FS-01); and
- One financial management officer (FS-03).

¶10. In summer 2010, we need another 20 American positions (including 4 EFM) and 87 new LES in Kabul:

- One deputy IMO (FS-01);
- One IMTS/Radio (FS-03);
- One IMTS/Telephone (FS-03);
- One IMTS/Digital (FS-03);
- Four IMSes (FS-03) for IT support in Kabul and the field;
- Four GSOs (FS-02/FS-03) for procurement, housing, travel, and property management;
- One facility manager (FS-03);
- One financial management officer (FS-02);
- Two Knowledge Management specialists (contractor/3161);
- 87 new LES (HR, financial management, procurement, property management, drivers, warehouse staff, maintenance personnel,

computer and phone technicians); and
- Four 4 EFM positions (including a third CLO).

¶11. By summer 2011, we will need four additional IMSes (3 FS-04/05 and one FS-03) and five additional LES Computer Management Assistants.

¶12. The Embassy requires an interpretation/translation unit. Immediately we need to hire two LES interpreters, and by January 2010 we need to add five LES interpreters. One interpreter will be dedicated to the Ambassador and the others will be a pooled resource for the rest of the Embassy. We will require seven separate LES to serve as document translators, mainly for Dari/Pashto-to-English, but also for the reverse direction. This unit will be funded under ICASS or - if the ICASS committee does not support - we would scale back the numbers to an estimated four/four positions for exclusive State use.

¶13. We are creating an Embassy Executive Secretariat. To staff the responsibilities of this office, we require an immediate Senior Legal Advisor (GS-15); an immediate FS-02 Special Assistant position, and a second new Staff Assistant, at the FS-03 level, in summer 2010. We also require an immediate FS-04 position to work in the embassy's new Joint Visitors Bureau.

Consular -- Total new positions: 3

¶14. Consular requires two additional officers immediately - a third entry-level officer (ELO) and a FS-03 American Citizen Services (ACS) officer. ACS cases in Kabul are particularly complicated. We have numerous deaths, arrest and kidnapping cases. In handling these cases and all visa services, we typically have only two officers in the section (sometimes only one) due to the number of leave days officers receive. With the expansion of full non-immigrant visa services on top of visas and ACS work, current staffing is inadequate. We also need to ensure that HR continues to send excellent (and preferably second-tour) officers to fill the ELO billets. In addition, we will need an additional ELO position in advance of opening an Immigrant Visa section, expected on/before summer 2010.

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The Field and the Provincial Affairs and Sub-National Governance Office -- Total new positions: 174

¶15. This month the Embassy will combine the State, USAID and USDA Provincial Reconstruction Team (PRT) offices into an integrated office. In the field, we are integrating our effort by re-defining the Political Advisor positions in Regional Commands (RC) East and South as Senior Civilian Representatives of the Ambassador (described above). We are also creating Regional Platforms at each Regional Command that will host sectoral experts from each technical office in support of regional programs.

¶16. In Kabul, this new Provincial Affairs and Sub-National Governance Office will require an immediate additional five State Foreign Service positions, 16 State LES, two EFMs, and two USAID LES to support the work of our expanding civilian presence throughout Afghanistan.

¶17. In the integrated office in Kabul, new State Foreign Service positions needed in summer 2009 are:

- A Deputy Director at the FS-01 level. This third State Department Deputy position will lead, mentor and support close to 150 State positions in the field; direct robust PRT analytical reporting on the four pillars of counterinsurgency; and advance integrated civilian-military efforts.

- An Office Management Specialist (OMS) position at the FS-05 level. This second OMS position for the office will provide managerial, logistical and administrative support for over 375 State, USAID and USDA positions in Kabul and the field by the end of 2009.

- A Supervisory Management Officer at the FS-01 level. This position will provide oversight and guidance to a newly-integrated State, USAID and USDA PRT Management Section, responsible for supporting over 375 State, USAID and USDA positions in Kabul and the field by the end of 2009.

- A Deputy Reporting Coordinator at the FS-02 level, responsible for coordination of robust PRT analytical reporting on the four pillars of counterinsurgency and of tasking PRT reporting from all the State positions in the field.

- A Sub-National Governance Officer at the FS-03 level. This position will support the already existing State Department Sub-National Governance Officer in working with the Independent Directorate of Local Governance (IDLG), the Civil Service Commission, UNAMA in the field, and other GIROA institutions and governance officials.

- LES positions in Kabul: Four to cover the Independent Directorate of Local Governance, two to assist with Provincial Affairs and Sub-National Governance Office public diplomacy duties, two for SBU Knowledge Management, three to work budget/procurement/transportation issues, two to cover field admin issues, two to provide information technology "help desk" support to the field, one LES to work with 2 new EFM positions to staff a "business center" for field representatives to use while in Kabul, and two USAID LES.

¶18. In the field, we require 25 immediate new State Department positions and four new USAID positions in support of civ-mil integration, governance, development and strategic communications.

¶19. Background Note: There are ten State Department Public Diplomacy positions funded in the FY09 Supplemental; the Mission will put five of these positions in Kabul and five as Public Diplomacy Officers in the field at what the Mission deems the highest priority PRTs. The Public Diplomacy/Strategic Communications positions detailed below are in addition to these ten FY09 Supplemental positions.

¶20. In the field, the immediate positions in support of all lines of operation consist of:

- The Regional Command-East (RC-E) Senior Civilian Representative (SCR) and support team. In RC-E, the SCR platform will comprise a Minister Counselor SCR, an FS-01 Political Officer, an FS-02 Governance Officer, a 3161 Public Diplomacy/Strategic Communications position, a USAID Regional Communications Officer, an FS-02 ROL Officer, an FS-02 Management Officer, an FS-02 Economic Officer, an

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FS-03 Staff Assistant, and two FS-06 Office Management Specialists. This will entail eight new immediate FS positions and one 3161 position because the Political and Public Diplomacy/Strategic Communications positions exist.

- The Regional Command-South (RC-S) Senior Civilian Representative and support team. In RC-S, the SCR platform will comprise of existing positions and new positions. Existing positions are the Minister Counselor SCR (currently an FE-OC position), an FS-01 Political Officer, a ROL Officer, and an FS-02 Management Officer. New positions are a 3161 Public Diplomacy/Strategic Communications position, a USAID Regional Communications Officer, an FS-02 Economic Officer, an FS-02 Public Diplomacy/Strategic Communications Officer, an FS-03 Staff Assistant, and two FS-06 Office Management Specialists.

- At both RC-N and RC-W headquarters, one USAID Regional Communications Officer.

- In RC-E, one 3161 Public Diplomacy/Strategic Communications position, based at Task Force Spartan.

- At the "Fusion Cells" to be created by USAFOR-A at every Regional Command, we require the creation of State Department Civilian

Information Operations officers. These four 3161 positions will integrate intelligence and operations; support the Office of Messaging and Content by providing baseline data on perceptions and attitudes; and have direct access to data collection and analysis operations in the field.

- In RC-S, one FS-03 Governance Deputy position for PRT Zabul.

- INL Counternarcotics Advisors. We require five PSC Counternarcotics (CN) Advisors positions in summer 2009. These positions are in addition to the three CN Advisor positions currently slated to support the CJIATF in Kandahar, and will allow INL/NAS to provide real-time CN support and advice to PRTs, local governors, and other decision makers in provinces facing significant poppy cultivation, narco-trafficking, and/or addiction challenges, and, where appropriate, to oversee and support INL/NAS-funded projects (GPI, CNAT, DDR, etc.) These positions will be based in the field in coordination with PRTs and regional commanders.

¶21. In addition, the integrated PRT office requires 46 new immediate LES positions in the field, as detailed:

- Senior Civilian Representative staff: three LES for admin/driver duties and one for protocol work.

- At PRTs, add ten LES positions to give each PRT an LES and to provide a float of four positions necessary to cover absences due to leave, hiring delays, or personal security threats.

- At District Support Teams (DSTs), add 35 LES positions to provide one political assistant in priority districts and have sufficient rovers to cover absences at PRTs.

¶22. In summer 2010, the Provincial Affairs and Sub-National Governance Office requires the addition of 52 direct hire positions and 24 LES positions:

- In RC-E, one FS-03 Provincial Governance and Development Office (PGDO) State position for Panjshir; four FS-03 Governance Deputy positions (one each for PRTs Kapisa, Nangarhar, Wardak and Logar).

- Also in RC-E, 3161 civilian IO positions in Ghazni, Gardez and TF Yukon in Salerno to leverage SOF operations in those areas and to work with the Fusion Cells.

- In RC-North and RC-West, we require a second civilian IO position at both locations to coordinate with Special Operations Forces to cover all the provinces of these regional commands.

- FS-02 Public Diplomacy Officers in the field at the PRTs in Asadabad, Parwan/Kapisa, and Ghazni; and 3161 Public Diplomacy positions in Qalat and Farah.

- LES positions at Provincial Governance and Development Offices (PGDOs): eight LES positions at each (of three) PGDOs: four LES for drivers/admin, two for secretarial/protocol, and two for political assistants.

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¶23. In the provinces, the Department of Justice seeks to begin a plus-up in March 2010. DOJ will create six attorney positions, with two each located in Herat, Jalalabad and Mazar-e Sharif. These attorneys will mentor local investigators, prosecutors and judges on criminal matters. DOJ will create three police mentor positions (one each in Herat, Jalalabad and Mazar-e Sharif) to work with the DOJ attorneys in those cities, and will support these positions with one LES in each of the three cities. DOJ has no direct funding for its Afghanistan positions, and expects to continue to rely on outside funding such as INL or DOD.

¶24. Rule of Law (ROL) Office. The Mission's new Access to Justice initiative focuses on driving U.S. rule of law assistance to the community and district level, bolstering informal justice and finding new and creative mechanisms to extend formal justice into

critical communities. Extending U.S. rule of law assistance to the local level requires a new "front-line" of ROL officers (3161 hiring authority) based at Provincial Reconstruction Teams who will focus on the Afghan population's access to justice, coordinating the range of U.S. civilian and military activities. These must be supported by ROL coordinators (also 3161 hiring authority) at the regional level who can assist this "front-line" with a flexible and timely toolbox of civilian and military resources. Currently four ROL coordinators are on track to deploy this month to the regional level.

- To fully implement this system, we need an additional 19 Provincial ROL officers, managed by five Regional ROL Coordinators based at the integrated civilian-military teams at Brigade and Division headquarters in Regional Commands East and South.

- INL Counternarcotics Advisors. We require five PSC Counternarcotics (CN) Advisors positions in summer 2010 to supplement the five positions detailed above (para. 20) for summer 2009.

Strategic Communications - Consolidated and Integrated
Total new positions: 33

¶25. Public Affairs. A new Senior Foreign Service Director for Public Communications will oversee an integrated Public Affairs/Strategic Communications office containing the following functions: the Public Affairs Section, USAID Communications Office, Afghan Capacity Building Office, and the Office for Messaging and Content. In addition to the five FY09 Supplemental positions on the way for Kabul, we require five immediate positions and 28 new positions for this integrated office by summer 2010.

¶26. We require five immediate positions: the Senior Foreign Service Director for Public Communications, one FS-06 OMS, one FS-03 Staff Aide, one immediate State Department FS-01 Liaison Officer to the ISAF Communications Director, and one immediate State Department FS-02 Liaison Officer to the USFOR-A Information Operations Task Force (IOTF).

¶27. We will need eight additional State positions in summer 2010: one FS-02 Management Officer, one FS-02 Deputy Spokesperson, two FS-03 Assistant Information Officers, one FS-03 Assistant Cultural Affairs Officers, and three FS-03 Public Diplomacy Officers to support public affairs and strategic communications in the field.

¶28. An entirely new Office for Messaging and Content will be created by summer 2010 to implement USG messaging and content production. This office will include nine 3161 positions:

- One senior advisor;
- One content/production manager;
- One photographer/ videographer;
- Four public opinion/polling experts to oversee messaging;
- One technology/infrastructure advisor; and
- One civilian IO to ISAF HQ Fusion Cell.

¶29. The USAID Communications Office requires a Deputy Director (Press Officer), two sectoral specialists, and a writer/editor/webmaster.

¶30. The Afghan Capacity Building Office will include the Government Media Information Center (GMIC), which is the first step in building a functioning Afghan Government Information Service (AGIS) extending across the entire government. The core of this effort will be 2,000 trained Afghan "communicators" (ministers and governors at the top, elders and civil servants at the bottom - with lots in between.) To build the AGIS, we require an overlay of U.S. communication

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professionals for 2-3 years to mentor the process. The direct hire need is for seven new positions to manage the system.

¶31. The requirement for new GMIC positions in Kabul is as follows:

- One 3161 Master trainer to guide the development of a capable

Afghan training and capacity building department.

- One 3161 Media Liaison Advisor to develop a team of Afghan specialists who will assist and manage visits by international journalists to Afghanistan.
- One 3161 New Media Advisor to develop a team of Afghan specialists who will produce rapid response electronic media products.
- One 3161 Production Advisor to oversee the training of a professional TV and radio production team and to supervise the GMIC studio.
- One 3161 Provincial Outreach Coordinator to assist with the build-out of 16 or more GMIC satellite office in the provinces.
- One 3161 Financial Management Officer to train an Afghan management team which will manage donor assistance to build the AGIS.
- One 3161 Human Resources Officer to train and assist an Afghan team which will recruit and deploy 2,000 AGIS communicators.

Political and Political-Military Affairs -
Total new positions: 28

¶32. Political. POL will require fourteen additional officers, one more OMS and four more LES by summer 2011. We must add three FS-03 officers (one to work reconciliation, one to work parliament issues, and one to reinforce S/SRAP global and regional diplomacy in Kabul) and one LES in summer 2009. We require one FS-01, two FS-02, three FS-03 and two LES positions by summer 2010 to expand our coverage of reconciliation and Afghan foreign policy generally, with a dedicated officer to cover Iran. By summer 2011, we will require one additional FS-01 (a new second deputy section head), two FS-02 (reconciliation), two FS-03 (Parliament, UNAMA coverage), an OMS and one LES position.

¶33. Political-Military. The Political-Military section is currently authorized five officers and an OMS. Under the changing conditions we are already experiencing -- the rapid buildup of U.S. Forces in Afghanistan, acceleration of training of the Afghan National Security Forces (ANSF), and the changing organizational structure of both the Embassy and USFOR-A/ISAF -- workloads are rising and the current section staffing level must be revised upwards.

¶34. The Pol-Mil section needs an additional six political-military officers, two LES employees, and an EFM position. The target date for filling four of the FS positions, the two LES positions and the EFM position is August 2009. The two FS-02 liaison officer positions with the Command Groups for CJSOTF and CFSOCC-A are summer 2010 requirements.

¶35. The priority order for filling the immediate requirements for the Political-Military section is as follows:

- One immediate FS-03 officer focused on transitioning the Pol-Mil role in Law of War detainee affairs into a wider role in Rule of Law issues, including Afghan Police (ANP) reorientation and Interior Ministry (MOI) reform. The position will provide analysis/reporting on MOI reform and anti-corruption efforts (and international support of those efforts) and ANP programs and performance. The position will also staff heavy schedule of multi-national meeting and coordination on police issues.
- One immediate FS-03 officer focused on coverage of and analysis/reporting on: Afghan National Army (ANA) training/development and performance; Defense Ministry (MOD) and Parliamentary defense committees; local reconciliation issues; staff support for multi-national meetings and coordination on ANP issues.
- One immediate LES for coverage and contact work at the Interior Ministry and within the Afghan National Police.
- One EFM, primarily to help track and manage growing Leahy vetting responsibilities.
- One LES for coverage and contact work at the Defense Ministry and within the Afghan Army.
- One FS-02 position for supervision of ANA police training/development analysis/reporting, intensified liaison with

USFOR-A/ISAF and NATO Senior Civilian Representative, relevant Afghan parliamentary coverage.

- One FS-02 position focused on Non-proliferation issues, and supervision of growing programs in DIAG/demining programs/MANPADS recovery.

¶36. In summer 2010, the Pol-Mil section needs two FS-02 Political Officer positions to serve as liaison officers to the Command Groups and strategic planning sections of the Combined Joint Special Operations Task Force (CJSOTF) and the Combined Forces Special Operations Component Command - Afghanistan (CFSOCC-A).

Economic Development -- Total new positions: 12

¶37. The Department of Commerce has proposed to create a Commercial Officer position in Kabul. The Mission supports this proposal and given the time that officer would be away from post, believes USDOC should consider adding a second, more junior position in Kabul as well. USDOC has also proposed to create positions for three business development professionals to be stationed one each in Kabul, Mazar-e Sharif and Jalalabad at proposed Trade and ROZ Support Hubs. The Mission believes the functions envisioned for these latter positions could duplicate efforts of other donors or the Afghan private sector, and we are not prepared to support this proposal at this time. In addition to the one USDOC-funded LES position already extant here, we believe the two Commercial Officers in Kabul should be supported by two more LES positions - one to start when the first American arrives and the other to start when the second American arrives - and one OMS, who should start when the first American arrives.

¶38. Economic Section. Econ's current staff numbers - five officers, one OMS, and one LES - are inadequate to manage the expanding workload of the vital economic function here. Econ requires an additional five officers, another OMS and another LES Economic Assistant. The Embassy's current OC Border Coordinator position will be re-graded at the FS-02 level and folded into the Economic Section. This proposal thus represents a net increase of nine direct hire American positions for the overall economic function.

¶39. New Econ Section positions, required immediately, include 1) a second Deputy Economic Counselor at the FS-01 level to supervise work on trade and investment policy, energy, natural resources, transportation and telecommunications policy, labor and ESTH, etc.; 2) two FS-02 Macroeconomic Policy Officers to report on Afghan macroeconomic performance and compliance with economic conditions agreed under programs supported by the international financial institutions and support Mission efforts to combat illicit finance; and 3) two FS-02 officers to advocate for and report on Afghan adoption of policies conducive to private sector development, manage the Embassy's participation in the Joint Coordination and Monitoring Board (JCMB) process, report on progress in implementing Afghan National Development Strategy (ANDS) goals, and support the Section's public outreach programs.

¶40. With the enhanced staffing, the Economic Section will comprise two broad work areas: macroeconomics, donor coordination (JCMB), and regional cooperation on the one hand, and trade and investment policy and infrastructure on the other. Each will be headed by a Deputy Counselor and each requires one OMS and one LES Economic Assistant.

Agriculture and Development - USDA and USAID -
Total new positions: 134

¶41. USDA's Foreign Agricultural Service (FAS) will open an Office of Agricultural Affairs in Kabul. The Agricultural Counselor will coordinate the increase in USDA presence in Afghanistan from the present number of 14 to 64. All of these positions are already approved, but are included in this cable to update recipients on FAS plans. In Kabul the eight new approved positions are: one FSO Agricultural Counselor, one Senior Agricultural Development Officer,

one inter-agency planner, four Ministry of Agriculture Expert Advisors, and one Deputy PRT Liaison. In the field, we require 42 USDA Field Experts. When staffing is complete USDA will have 9 staff in Kabul and 55 staff in the field.

¶42. The United States is the largest donor to Afghanistan and the United States Agency for International Development (USAID) is designated the principal agency for managing U.S. Government

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development assistance in-country, with an overall portfolio valued at approximately \$5.8 billion. This is the largest USAID program in the world, with comprehensive sector programs in agriculture and alternative livelihoods development, health, education, democracy and governance, economic development and infrastructure rehabilitation and construction. USAID/Afghanistan also has transitional and special initiatives involving Provincial Reconstruction Teams (PRTs) and sub-national governance, capacity-building, peace and reconciliation, civil society, women's rights, and support to victims affected by conflict. Finally, USAID seeks to establish a presence in Afghanistan to address on-going and chronic natural and man-made humanitarian disasters, affecting vulnerable Afghan populations.

¶43. The high levels of funding and the urgent need to deliver rapid developmental progress in Afghanistan are contingent upon personnel structures and capacity required for robust accountable program implementation. To enable USAID to maintain professional continuity and program management at all times and to ensure adequate coverage, additional permanent staff are required on a timely basis. USAID will staff up to four regional platforms with technical experts to provide more effective program management in the field. Up to ten officers representing the technical offices of agriculture, education, health, economic growth, and infrastructure will be on each platform. Each USAID platform will be led by a Senior Foreign Service-ranked officer reporting operationally to the Senior Civilian Representative and evaluated by the USAID Mission Director.

¶44. In view of the above, USAID/Afghanistan needs 131 LES positions beyond previous requests. Almost all of these positions will be field-based at the regional platform, brigade, task force, PRT, and district level. There will be an emphasis of these new positions in the COIN-focused southern and eastern regions of the country.

¶45. Currently USAID/Afghanistan has a total of 384 positions, and we previously identified the need for 178 more positions (Ref. A); 264 of the 384 are filled, and recruitment actions are at various stages for the remaining vacant or requested positions. Of the 178 previously approved, 20 will be onboard in July 2009, 50 by October 2009, and the remainder by January 2010. Of the 131 LES request, all will be onboard by January 2010. A significant number of new positions will be development experts focused on agricultural technical assistance and program management at the provincial level.

¶46. CDC/HHS -- HHS will staff its first permanent Afghanistan position in August. HHS will require a second USDH position (at the GS-14/15 level) to provide additional support to in-country HHS programs (maternity and neo-natal care mentoring, PEPFAR), and two FSN/LES for administrative and translation support.

Rule of Law and Justice Programs -
Total new positions: 31

¶47. At present, six DOJ attorneys working in Kabul provide operational mentoring and advisory embedded support to their Afghan counterparts. The creation of the nascent Major Crimes Task Force (MCTF) requires ten new DOJ criminal division positions in Kabul, to be in place by October 2009. We also require four attorneys at the Afghan Anticorruption Unit of the Attorney Generals office to mentor handling high value corruption cases. DOJ will also create eight new LES positions for a total of 12 LES slots in Kabul. DOJ needs to add two more police mentors to assist investigators at the Counter Narcotics Justice Task Force. In addition, as noted above,

the DOJ seeks to increase its presence in the provinces effective in March 2010.

¶48. The Legatt Section requires the addition of two (GS-14) Assistant Legal Attache (ALAT) positions, projected for summer 2010. The ALAT positions will be in support of the Legatt Section's capacity building efforts relating to the Afghan Major Crimes Task Force (MCTF). Both positions are expected to work from the U.S. Embassy. These position requirements are based on an NSDD-38 in draft at FBIHQ.

¶49. Rule of Law Office. To support the Mission's new Access to Justice initiative focused on driving U.S. rule of law assistance to the community and district level, described above, the Rule of Law Coordinator's office must be enlarged. To implement a nation-wide ROL program throughout Afghanistan, the ROL office requires five new positions in Kabul:

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SUMMER 2009 [Note: we will ask the U.S. military to fill three of these positions]:

- One FS-4 FSO to liaise with USG law enforcement offices at post where there is ROL overlap, and to assist with the execution of the ROL Implementation Mechanism;
- One Senior Military Legal Advisor at the O-5 level to supervise the military portion of the ROL coordination mission and to oversee RC-E activities;
- One Deputy Military Legal advisor at the O-4 level to oversee RC-S activities; and
- One Military Legal Advisor at the O-4 level to track and coordinate all USG ROL activities (civilian and military) and to execute the ROL Implementation Mechanism.

SUMMER 2010:

- One FS-3 FSO to coordinate USG ROL activities with the international community.

Border Security -- Total new positions: 36

¶50. The Border Management Task Force (BMTF) requires an additional 36 Customs and Border Police Mentors (USG civilians or contractors) to focus on Kandahar, Shir Khan Bandar, Zaranj and Aquina. Mentors would work with Afghan Customs Department Officers, Afghan Customs Police and Afghan Border Police at Border Crossing Points, Inland Customs Depots and other locations to increase operational effectiveness of these organizations.

Inter-Agency Plans, Strategy and Assessment Office
-- Total new positions: 7

¶51. The Integrated Civilian-Military Action Group (ICMAG) currently facilitates USG inter-agency planning and coordination. As the U.S. Mission executes the Integrated Civ-Mil Campaign Plan, the requirements for civ-mil strategic and operational planning and assessment will increase and evolve. To ensure effective, integrated, and adaptive implementation of the counterinsurgency strategy, we will organize the inter-agency coordinating structure to focus on plans, strategy and assessment.

¶52. The Embassy will pair this civ-mil inter-agency planning capability with an increased capability to measure progress in Afghanistan. On the civilian side, in the summer of 2009, the Department of State requires seven 3161 positions with metrics and assessment expertise. Three positions will reside in Kabul to analyze governance, rule of law, Afghan perceptions and community development. The remaining four positions will provide civilian assessment and analysis expertise at the ISAF Regional Command Headquarters (RC-E, RC-S, RC-W, and RC-N).

¶53. Currently, ICMAG staffing includes four USAID positions, four U.S. Military detailees, and five Department of State TDY appointments (three in Kabul, one each at RC-East headquarters and RC-South headquarters) provided by the Office of the Coordinator for

Reconstruction and Stabilization (S/CRS). The 2009 Supplemental includes one additional position in Kabul to work with the newly established ISAF civ-mil Fusion Cell. S/CRS is currently working with Embassy Kabul to convert the five TDY appointments into regular positions. If the appointments are not converted, the Department of State will require five new positions to support the inter-agency coordinating structure.

Transportation, including FAA -
Total new positions: 17

¶54. The Department of Transportation and FAA have assessed the Afghan Ministry of Transport and Civil Aviation and find the Ministry in urgent need of a significant technical assistance/capacity building program in both the road transport and civil aviation areas of responsibility. Success in these areas could lead to important increases in the Afghan Government's revenue collection. To best assist the Ministry of Transport, DOT and FAA have identified the need for eight new DOT and nine additional FAA positions to supplement the five FAA positions currently funded, increasing the number of Transportation personnel at post to 22. Each of these positions will be Kabul-based, and travel on TDY to other locations as necessary.

¶55. For the Department of Transportation, the eight positions are

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needed immediately and listed in priority order as follows:

- One Transportation Attache (SES), to manage the USG Transportation assistance program, coordinate USG interagency transportation activities, and help the Ministry of Transport and Civil Aviation (MoTCA) coordinate with other Afghan government Ministries.
- One Chief of Staff/Strategic Coordinator (GS-15), primarily to assist Afghan Transportation officials to develop transportation strategic plans and capitalize on donor opportunities.
- One Cultural Advisor/Interpreter (GS-14/15) to coordinate and advise TransAtt, and to interpret for USG-GIROA meetings.
- One Project Management/Contract Advisor (GS-13/15) to manage contracts, ensure compliance, and develop funding sources.
- One Road Infrastructure and Freight Transport Advisor (GS-15) to serve as management advisor to Minister of Transport and Deputy and to mentor/coach Afghan Kamaz Freight director and advance capacity building.
- One Passenger Transport Advisor (GS-14/15) to mentor/coach Afghan Millie Bus director and advance capacity building.
- One Emerging Modes Advisor (GS-14/15) to coordinate USG strategic planning, especially on river and/or rail transport options.
- One Transportation Law and Regulation Attorney-Advisor (GS-15) to assist Afghan Government in developing a modern transportation law, regulations, and safety standards.

¶56. For the Federal Aviation Administration (FAA), the nine additional positions are:

- One Air Traffic Management position (GS-14/PSC) (immediate) to work with MoTCA staff to develop an air traffic system that complies with ICAO standards.
- One Technical Operations position (GS-14) (summer 2010) to provide advice, guidance and assistance to help MOTCA build a technical operations system; develop and implement a communication, navigation and surveillance (CNS) system strategic plan and robust maintenance and logistics systems.
- One Airports Specialist (GS-14/PSC) (immediate) to provide advice and guidance in the development of airport master plans and the

establishment of an airports oversight capability.

- One Legal mentor (immediate) to develop a legal support organization; develop bi-lateral aviation agreements; and encourage open sky agreements to support economic growth.
- Five Business/Project Management Advisors (GS-13/14/PSC) (immediate). These positions include a Procurements Specialist, a Budgeting Expert, an Accounting Expert, a Project Management Specialist, and a Civil Engineer.

The Mission highlights the following five positions which are currently funded but require additional funding to continue beyond FY-2010 [Note: these positions are not included in the sum total]:

- One Senior Aviation Advisor Manager (GS-15), currently filled.
- One Aviation Security position (GS-14/15), currently filled.
- Two Safety Oversight positions (GS-14), funded in FY-09 Supplemental, not yet filled.
- One Aviation Training Programs/Assistant Manager (GS-14/15), funded in FY-09 Supplemental, not yet filled.

Treasury - Total new positions: 25

¶57. Treasury requires 22 new direct hires and three new LES hires for Afghanistan. The timing of these new positions is still to be determined. As we learned in Iraq, sound public financial management is as important to stability and effective governance as defense and security. Progress in Afghanistan requires urgent attention to improving the ability of the Afghan state to deliver public services and counter illicit financing sources that sustain terrorist networks and the insurgency.

¶58. The uplift in personnel proposed herein focuses on three of
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Treasury's comparative advantages: 1) fiscal and monetary policy (five positions); 2) building/strengthening public financial management systems (six positions); and 3) detecting and disrupting illicit finance (three positions). To augment the capabilities of Kabul's Treasury Attache office, the Department plans to add 11 other positions.

¶59. For fiscal management:

- One Advisor to the Afghan Minister of Finance to provide strategic advice on budget and revenue policy formulation;
- One Advisor to the Afghan Central Bank Governor to provide strategic advice on monetary policy formulation, research, and analysis;
- One Advisor to the Central Bank's Financial Supervision Unit to work on strengthening the regulatory framework and oversight of the banking sector; and
- Two locally engaged financial analysts to work in the Afghan Central Bank provincial offices to collect and analyze critical financial data for monetary authorities in Kabul.

¶60. For public financial management:

- One Advisor to the Ministry of Finance's (MoF) Budget Director to provide strategic support on budget formulation/execution and improve expenditure analysis;
- One Advisor to the MoF Treasury Director to provide strategic advice on cash flow management and local debt issuance;
- Two Advisors for PRTs in Afghanistan to work on improving the link between local budget execution and national budget formulation (one in RC-East and one in RC-South);
- One Advisor to MoF's Internal Audit Unit to combat and reduce corruption and waste;
- One Advisor on non-tax revenue collection to work with the Afghan Finance Ministry.

¶61. For detecting and combating illicit finance:

- One Advisor to the Afghan Central Bank's Financial Intelligence Units to improve tracking and interdiction of illicit financial activity;
- One Advisor to the Afghan Central Bank's Financial Supervision

Units to strengthen anti-money laundering/combating the financing of terrorism (AML/CFT) efforts, supervision of the formal financial sectors, and oversight of hawaladars and charity organizations; and

- One Advisor to the Ministry of Interior (MoI) Internal Audit Unit to work on security -sector expenditure reform and efforts to remove cash from the battlefield.

¶62. To support our expanded level of activity in Afghanistan:

- One Fiscal and Monetary Policy Specialist in Kabul to provide strategic guidance, analysis and policy advice to the Embassy on economic and financial issues;
- One Public Financial Management Specialist in Kabul to advise on budget, revenue and audit policy, and to facilitate communication and coordination among the various entities playing a role in public financial management capacity building, including Treasury technical advisors, other USG assistance providers, and the Mission's Coordinating Director for Development and Economic Affairs;
- One Illicit Finance Specialist in Kabul to provide strategic guidance, analysis, and policy advice to the Embassy on illicit finance issues and to facilitate civilian and military coordination;
- Two Field Operations Specialists to expand our work on illicit finance and revenue management issues (notionally, one in each of the proposed Herat and Mazar-e Sharif consulates);
- Two Sanctions Investigators from the Office of Foreign Assets Control (OFAC) to pursue narcotics designations and work analyze narcotics financing issues (one at the ATFC and one at the Counter Narcotics Joint Interagency Task Force) as part of the ATFC;
- One Intelligence Analyst from the Office of Intelligence and Analysis to provide reach-back analytic support to ATFC;
- One Office of Intelligence and Analysis representative on the Office of the Director of National Intelligence-led Afghanistan and Pakistan Task Force;
- One Logistics Specialist to manage the requirements of Treasury's expanded assistance; and
- One LES for admin support and translation/interpretation.

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Police Training and Other INL/NAS Programs -
Total new positions in Kabul: 48
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¶63. INL. The focus of INL programs is changing, so the following projections will likely be modified. The INL/NAS office requires 48

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new Foreign Service, PSC, and LES personnel in Kabul to provide effective oversight for growing programs in the counternarcotics, rule of law, and police training sectors. INL/NAS will also provide, as needed, FS and PSC staff to support combined task forces and regional hubs in coordination with the PRT office and Senior Civilian Representatives.

¶64. INL Police Program (12 positions). INL/NAS currently provides support to CSTC-A in implementing the nation-wide Police Training Program with a single FS-02 police program manager (PM) and six PSC Police Advisors. For INL/NAS to adequately support anticipated increases in the police program in the coming years, 12 new positions will be required. However, if any contracting and oversight responsibilities are transferred to CSTC-A, these numbers may be reduced.

- Senior Civilian Police Advisor (FE-OC), summer 2009. This position would provide direct support to the CSTC-A commander and serve as a liaison between CSTC-A, Post, and State/INL. (Kabul/Camp Eggers)
- Deputy Police Program Manager (FS-02), summer 2009. This position would support NAS police program manager and serve as PM in his/her absence. (Kabul/Embassy)
- Ten (10) Police Advisors (PSC): three positions in summer 2009 and seven in summer 2010. These additional advisor positions would give INL/NAS permanent representation at all 7 Regional Training Centers (RTC) (and two proposed for construction) and provide effective oversight of mentor programs and other activities in Kabul. (RTC's/Kabul)

¶65. INL Rule of Law (4 positions). INL/NAS' Rule of Law programs -- primarily the Justice Sector Support Program (JSSP) and the Corrections Sector Support Program (CSSP) - are currently overseen by a single FS-01 Justice Program Manager supported by one PSC Justice Program advisor. To support the anticipated growth in all Rule of Law/Justice areas, Post will need four additional positions in Kabul, in addition to the ROL positions mentioned earlier for the field. [Note: final approval of the Corrections Facilities Task Force could lead to reductions in these numbers.]

- Deputy Justice Program Manager (FS-02), summer 2009. This position would support the Justice Program Manager and serve in his/her absence.
- Corrections Program Advisor (PSC), summer 2009. This position would directly oversee CSSP and serve as liaison between Embassy and the Corrections Facilities Task Force.
- Construction Architect/Engineer: (two PSCs), summer 2009. INL has recently begun a massive prison remodeling project (Pol-i-Charkhi), and is beginning to work with the U.S. Military in a nation-wide program of Justice and Corrections system construction. These PSCs will support the Lead I-COR Engineer and supervise four local staff engineers. This position has been requested earlier in the fiscal year and is pending action in Washington INL.

¶66. INL Counternarcotics. INL/NAS' Counternarcotics programs - Good Performers' Initiative (GPI), Counternarcotics Advisory Teams (CNAT), Public Information (PI), Governor Led Eradication (GLE), and Drug Demand Reduction (DDR) are currently all managed by a team of two FSO's (FS-03 and FS-04) and two PSC staff in Kabul, under the direction of an FS-01 officer who also serves as the INL/NAS Section Deputy. Post recently requested three PSC Counternarcotics Advisor positions to support Combined Joint Interagency Task Force open RC-S.

¶67. In addition to the existing and already requested positions, and the ten CN Advisors in the field mentioned earlier, Post requires an additional two Kabul positions to allow greater oversight of INL/NAS operations, especially outside of Kabul, and to improve coordination with other agencies (including USAID and DEA) as the focus on interdiction and development-linked CN strategies intensifies and eradication is de-emphasized. In Kabul the two new positions are:

- One CN Program Manager (FS-01), summer 2009. This position will serve as full time program manager for all counternarcotics operations, freeing the FS-01 Deputy Director to focus on overall office management and supporting the Director. This position has been requested earlier in the fiscal year and is pending action in Washington INL.
- One Interdiction Program Manager (FS-02), summer 2009. INL provides funding and logistics assistance to many ongoing DEA functions, but does not have a dedicated position at Post supporting

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this function; this position will ensure timely and effective coordination between DEA and INL/NAS in the field.

¶68. INL Management Support/ICORs (18 positions). Supporting the proposed plus up will require a significant increase in INL/NAS Management support staff and In-Country Contracting Officer Representatives (ICOR) in Kabul and in the field. INL/NAS has already proposed upgrading the FS-02 Management Officer Position to FS-01 and making it a second Deputy Director position. As Post moves to consolidate support functions, it is possible that some of the positions requested below may become redundant, but INL/NAS believes that at least 18 are currently required to provide appropriate management support to ongoing INL/NAS operations:

- Deputy Management Officer/GSO (FS-02), summer 2009. INL/NAS currently has only one full-time FS management officer overseeing all its programs and operations. A second management office is essential to cover staffing gaps and provide adequate coordination within the section and between INL/NAS and other Post elements. This position has been requested earlier in the fiscal year and is pending action in Washington INL.

- Office Management Specialist (FS-06), summer 2010. INL/NAS currently has only one full time OMS, even though the staff is divided among three offices in two locations. Even without the proposed increase, providing additional OMS coverage is essential.

- Four new ICOR positions (PSC), summer 2010. INL/NAS is authorized seven ICOR positions, but currently only has three filled. In addition to filling the current authorized positions, the additional ICOR positions (bringing the total to 11) are necessary to provide adequate coverage both of INL/NAS programs and those of other agencies (DEA, DOJ, etc.) who depend on INL for contract oversight and support. The additional positions will also allow ICOR staff to inspect and oversee work at the RTC's and elsewhere in the field for extended periods without creating unacceptable staffing gaps in Kabul.

- Twelve Management Support LES: five in summer 2009, seven in summer 2010 (Varying grades; FS-08 average): INL/NAS is currently authorized 21 LES positions and proposes adding an additional 12. These will primarily provide support in the financial/contracting area, including on construction projects in the field, and will include a mix (TBD) of financial/accounting technicians, inventory and purchasing agents, translators, architects and engineers.

Protecting Our Personnel -
Total new positions: 47

¶69. Regional Security Office (RSO). We recently proposed (Kabul 1464) adding new RSO positions, and now add an OMS, for 40 total positions. The timing of these positions will be contingent upon the flow of personnel throughout the Mission; we will clarify a more specific timeline within 30 days.

- One Senior Deputy RSO - FE-OC (new);
- One Deputy RSO - FS-01;
- One ARSO - FS-02 (Chief of Personnel Recovery Services Unit);
- One ARSO - FS-02 (Chief of PRT);
- Three ARSOs - FS-03 to support COM PRT personnel;
- One ARSO - FS-03 (RSO Ops Center);
- Four ARSOs - FS-04 (PRS Unit);
- 14 Security Protection Specialists (SPS);
- One RSO - FS-02 (Mazar-e Sharif);
- One RSO - FS-02 (Herat);
- Four ARSO - FS-03 (two each at Consulates Mazar/Herat);
- One ARSO-I - FS-03 (Consulate Section);
- Three ARSOs - FS-04 (Investigations Unit);
- One ARSO - FS-03 (LNO BAF);
- One ARSO - FS-03 (Guard Program);
- One Site Security Manager FS-02 (OBO Projects); and
- One OMS - FS-06

Note: the Consulate staffing can be adjusted depending on size of COB.

¶70. RSO: Engineering Services Office. The immediate needs for the ESO are an OMS (or EFM administrative assistant) and an EFM logistician. Much of the ESO's work is assigned and tracked in a Computerized Maintenance Management System (CMMS), and all ESO ordering and reporting is done through that medium. Administrative support positions will relieve the technical staff of this work; screen incoming service calls and work orders; dispatch appropriate

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technical staff; and document activities in CMMS, greatly improving overall office efficiency. Additionally, an additional STS position will provide more uniform coverage. As the mission expands and the need for ESO services increases at consulates, the Air Operations Wing, DEA, and additional agencies under Chief of Mission authority, ESO will need an additional SEO. Finally, as the Mission adds more vehicle barriers, metal detectors, explosive detection equipment and X-ray systems, we will require two additional locally-hired (Afghan) technicians and possibly second CB.

Washington Action

¶71. Pending approval of the relevant positions, we will look to State to undertake discussions with allies regarding the participation of State, USAID and/or USDA PRT representatives in coalition-led PRTs where we do not currently have a presence. These coalition partners are Hungary, Norway, the Czech Republic, Turkey, and the German PRT in Badakhshan.

EIKENBERRY